



## Purpose and Need for the Plan

*The purpose of this general management plan (GMP) is to articulate a vision for Minidoka Internment National Monument that will guide decision making by current and future management teams during the next 15 to 20 years. This document formalizes management strategies for resource protection, visitor use and facilities, education and interpretation, operations and management, and development of the national monument. Successful implementation of the GMP would result in the development of the new park unit, the preservation of cultural resources, and the enhancement of visitor experiences and appreciation.*

The National Parks and Recreation Act of 1978 (Public Law 95-625), requires the preparation and timely revision of general management plans for each unit of the national park system. The NPS management policies call for each GMP to "...set forth a management concept for the park [and] establish a role for the unit within the context of regional trends and plans for conservation, recreation, transportation, economic development, and other regional issues..." Congress has also specifically directed (16 U.S.C. 1a-7[b]) the NPS to consider, as part of the planning process, the following:

*General management plans for the preservation and use of each unit of the national park system, including areas within the national capital area, shall be prepared and revised in a timely manner by the Director of the National Park Service. On January 1 of each year, the Secretary shall submit to the Congress a list indicating the current status of completion or revision of general management plans for each unit of the national park system. General management*

*plans for each unit shall include, but not be limited to:*

*measures for the preservation of the area's resources;*

*indications of types and general intensities of development (including visitor circulation and transportation patterns, systems and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs*

*identification of an implementation commitment for visitor carrying capacities for all areas of the unit; and*

*indications of potential modifications to the external boundaries of the unit, and the reasons therefore.*

The need for the GMP is to comply with Presidential Proclamation 7395 of January 17, 2001. The Proclamation states, "To carry out the purposes of this proclamation and to interpret the internment and incarceration of Nikkei during World War II, the Secretary of the Interior, through the NPS,

*A walking tour of the national monument during the Minidoka Pilgrimage. June 2003. NPS Photo.*



shall prepare a management plan for the National Monument within three years of this date.”

It is the policy of the NPS to prepare or revise a GMP for units of the national park system about every 15 years; this document constitutes The National Monument’s first GMP. This plan will address the many issues that have arisen since the national monument’s designation. A discussion of these issues can be found in the following “Planning Issues and Concerns” section.

The proposed GMP is accompanied by an environmental impact statement (EIS), which identifies and evaluates the effects or impacts of various alternative approaches to the protection and appropriate uses of the national monument.



*Tour of the garden area during the Pilgrimage. June 2003. NPS Photo.*

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## Planning Issues and Concerns

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Specific needs or challenges to be addressed in this GMP/EIS are reflected in the following array of issues specific to Minidoka Internment National Monument. These issues were developed by NPS staff, the interdisciplinary planning team, and the public through the public involvement process. They are listed by category. For a more detailed background of these issues, refer to chapter 3: The Affected Environment of this document.

### Cultural Resources

Historic buildings and structures and the cultural landscape related to the national monument have received only preliminary documentation, analysis, and preservation. Preserving, documenting, and managing these historic resources on-site is a primary responsibility for the national monument.

The role of delineation, rehabilitation, restoration, and reconstruction at the site needs to be considered in light of the availability of accurate information. Also, these preservation efforts must be assessed in terms of their ability to support interpretive programs. During the public scoping and draft alternatives process, the public indisputably revealed intense and significant support for acquisition and relocation of barracks to the site, as well as reconstruction of historic features in the entrance area. NPS policy on reconstruction (or relocation of historic structures) is specifically restric-

tive, requiring a demonstration that reconstruction (or relocation) is essential for public understanding, that sufficient data exist for accurate replication, and that existing cultural features and archeological resources on the site would not be adversely affected. The overwhelming public support for a range of preservation treatments, including reconstruction, is a significant issue the NPS needs to address.

The living legacy of the national monument resides in the personal experiences and memories of those who experienced Minidoka and related historical events from a firsthand perspective. Therefore, capturing the stories of surviving internees, their families, and persons related to the national monument's historical events is of immediate concern.

The public has expressed a strong interest in donating documents, personal possessions, and arti-



Internees line up for food in the mess hall. Circa 1944. National Archives.

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*“America was founded and built up into one great republic by many patriots on the principles of freedom, equality, justice, and humanity. Americans of today have responsibilities to uphold that principle for which their forefathers had lived and fought and died. Many Americans are fighting overseas to uphold those principles. It is up to those staying behind not to break down what had been built up through the glorious pages of America history and what their sons, brothers, husbands, fathers are overseas defending with their lives. It is a necessity, therefore, for our government to remind her people of these eternal truths of America.” - Tom Takeuchi, editor of the Minidoka Interlude and Minidoka internee, 1943*

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*“Memorial services were held for Hunt’s war dead. It was a touching sight to see the Japanese mothers who had lost sons in battle come forward and each receive an American Flag from the hands of the officer in charge of the Military Police. The mothers did much bowing and shedding of tears at the same time.” -Superintendent of Education Arthur Kleinkopf, Minidoka Relocation Center, December, 22 1944*

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*Buddhist funeral ceremony for fallen Minidoka soldiers. Circa 1944. National Archives.*

facts to the national monument, and some items have already been donated. Many have indicated a desire for collections to remain connected to and accessible by former internee families and communities. A management approach for the collection, protection, preservation, exhibition, and use of potential museum or collections objects, including coordination with partner institutions and NPS units, is necessary for the proper care of these items.

To provide accurate interpretation of the national monument’s history and effective outreach programs, the NPS needs to foster mutually beneficial relationships with Nikkei communities and relevant scholars, organizations and institutions.

Additionally, the planning process needs to consult with local tribes, such as the Paiute-Shoshone and the Bannock-Shoshone, who may have a cultural affiliation with the surrounding landscape.



## Education and Interpretation

The people, events, and sites related to the internment and incarceration of Nikkei are numerous, complex, and widespread through the U.S. and abroad. The NPS should address this issue by developing strategies to weave the people, their stories, and other related sites together through education, interpretation and outreach linkages. Educational programs need to bring to life the stories of Minidoka and the Nikkei experience. The NPS needs to interpret Minidoka within the context of American history, including the protection of civil and constitutional rights. The legacy of the national monument should be oriented toward future generations; it should focus not only on history but also interpret its relevance to current events.

The NPS acknowledges the range of opinions, personal experiences, and controversial thought and information related to Minidoka and the historical context of the internment and incarceration of Nikkei during World War II. The NPS also acknowledges potentially unclear terminology related to the national monument's historic events. The NPS should interpret for the public the variety and significance of terminology that have been used to describe the exclusion, internment, and incarceration of Nikkei during World War II.

A specific challenge facing the NPS is how to interpret and experience culturally significant parts of the 33,000 acre historic site from within the limitations of the 72.75-acre monument. A variety of in-

terpretive methods and media that enable visitors to understand and appreciate the size of the original site should be explored.

## Visitor Use and Facilities

The national monument is relatively unknown by the general public. Strategies related to raising awareness about the national monument, generating interest and enthusiasm for its educational opportunities, and enticing people to visit the remote site need to be addressed.

Directional signage is inadequate for practical wayfinding to the national monument and within the national monument. The NPS needs to work with the appropriate entities to improve directions to the site.

The GMP planning process will assist in determining appropriate levels and general locations of facilities and services, as well as site carrying capacity. The national monument does not provide visitor services at this time, except for a portable toilet at the national monument during peak seasons.

The NPS needs to identify ways to provide a diversity of visitor experiences for pedestrians as well as those who visit the site by automobile. Interpretation and visitor services need to be considered at key locations, such as the entrance area and the historic buildings sited on the 3-acre parcel. Visitor circulation (where and by what means) must also be addressed. Self guided interpretive trails and

*The military police  
building and  
reception building.  
June 2002. NPS  
Photo.*



driving tours for automobiles and buses need to be considered.

Personalizing the experience of the internees for visitors is a primary concern the NPS needs to address.

### **Natural Resources**

Natural resource management strategies need to address the protection of existing natural resources, including the native sagebrush steppe

habitat, the control of exotic plant species, and the management of fire. The NPS is concerned about hunting policies and declining sage grouse habitat.

Potential contaminants and environmental impacts resulting from the historic period may exist throughout the national monument. The NPS needs to develop management strategies to identify and manage these potential contaminants.

## Partnerships and Outreach

The GMP should set the foundation for developing partnerships with organizations related to civil and Constitutional rights, public education, and the internment and incarceration of Nikkei during World War II for outreach and education.

Partnerships with southern Idaho organizations should also be sought. Furthermore, building positive relationships with local landowners, the surrounding communities, and other southern Idaho public land managers and governmental entities will be mission critical to the long-term management of the national monument.

## Access and Circulation

A primary issue concerning the national monument is access, circulation, and safety related to Hunt Road. Hunt Road retains its historic alignment in the entrance area; however, the remainder of the road within the national monument is on a new alignment. Hunt Road traverses the middle of the national monument and effectively bisects it into two areas. Hunt Road provides access from Jerome and Twin Falls to land owners throughout the local area and functions as a primary agricultural and commercial road for farmers. The NPS is concerned with visitor safety, visitor experience, and traffic flows in relation to Hunt Road's present use and functions. The NPS needs to better understand local access and user needs.

## Boundaries and Adjacent Lands

The GMP process requires the planning team to address potential boundary adjustments and/or expansions of the national monument that would meet specific concerns and issues critical to accomplishing essential mission values.

The NPS needs to identify and pursue opportunities for land acquisition with willing sellers to acquire lands that would be essential for understanding and appreciating the national monument and its core interpretive stories. It must be noted that the 72.75-acre monument contains only lands that were used for administrative purposes during the historical period. The monument does not include any of the internees' residential areas or the camp's agricultural fields and outlying areas.

The NPS needs to explore strategies for developing partnership arrangements with neighboring landowners to address resource management issues associated with off-site historic features. In all situations, NPS would pursue boundary expansion and/or off-site interests only with individual property owners through mutually agreed upon strategies and partnerships. The NPS does not have authority to condemn private property and in no instance would pursue any strategy other than through cooperation and willing negotiations. These strategies could include fee acquisitions through willing seller/willing buyer approaches for specific and limited land parcels, and Memorandums of Understanding with willing landowners to preserve and protect significant cultural resources



*Historic path in the garden area. 2003. NPS Photo.*



*Yoko Kusunose  
visiting Minidoka  
during the  
Pilgrimage. June  
2003. NPS Photo.*



on adjacent lands.

The Minidoka landfill is 1 mile to the north on BLM public land. The NPS should ensure that this site is protected and preserved as a significant cultural resource that is important for the long-term management of the national monument.

Public and private access issues, such as roads, driveways, and utilities, need to be addressed by the NPS.

The American Falls Irrigation District No. 2 currently uses the BOR's 3-acre parcel for staff housing and operations for the Irrigation District. At the specific direction of Congress, NPS and BOR are in the process of relocating these facilities outside the national monument. Under the GMP, the NPS would request a transfer of the 3-acre parcel and its historic buildings and structures and the adjacent 9-acre parcel to the NPS.

The national monument's boundary with the North Side Canal poses issues related to potential conflicting land uses and visitor safety. The NPS should develop management strategies to work cooperatively with the North Side Canal Company, which would ensure their continued management operations of the canal system.

## Operations and Management

As a dynamic and changing cultural landscape, the national monument has been used for a variety of functions. The site has been used for livestock grazing and as a refuse dump, has supported new county roads and vehicle rights-of-way, and has served as a the authentic place for commemorations related to the World War II internment and incarceration of Nikkei at Minidoka. The NPS needs to address and reconcile the diversity of land uses while following NPS management policies.

The NPS should address appropriate staffing and operations for management of the national monument site. Given its isolated location, the national monument will need on-site presence in the immediate future for the protection of historic resources. Additionally, the national monument needs to consider the potential for a Volunteers-in-Parks program.

The NPS should address the lack of local amenities and community services, such as water, fire protection, and emergency medical services. Management of the national monument should be coordinated with other Nikkei internment and incarceration sites and other WW II associated sites. The GMP planning process will examine strategies to work cooperatively with these related groups.

The national monument's name, Minidoka Internment National Monument, presents some confusion for the general public. The term "internment" is challenged by scholars and historians as to its accuracy when defining the historic events related to Minidoka. They contend that "internment" is only descriptive of the experiences of aliens who were confined at Department of Justice internment camps, rather than the experiences of more than 100,000 Nikkei who were confined at WRA camps. Additionally, the public equates the word "monument" with a physical constructed memorial at the site, rather than equating "monument" with the 72.75-acre historic site. "National historic site" is an NPS designation for sites with historic

resources related to American history; this title may be more appropriate given Minidoka's resources. The NPS needs to address the name of the national monument during the planning process.

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## Pertinent Laws, Policies, and Procedures

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This section summarizes the laws, executive orders, NPS policies, and operational procedures related to the preparation of park planning documents. The following section highlights those that are most pertinent to planning for the future protection, use, and management of Minidoka Internment National Monument.

### National Park Service Organic Act

The NPS Organic Act of August 25, 1916 (16 USC 1) established the National Park Service. "The service thus established shall promote and regulate the use of the Federal areas known as national parks, ...by such means and measures as conform to the fundamental purpose of said parks, ...which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

## National Historic Preservation Act of 1966

The National Historic Preservation Act (NHPA) of 1966 (as amended) requires that proposals and alternatives relating to actions that could affect cultural resources both directly and indirectly, and the potential effects of those actions, be provided for review and comment by the state historic preservation officer (SHPO), tribal historic preservation officer (THPO), and the Advisory Council on Historic Preservation. Therefore, this document shall be submitted to the appropriate offices for review and comment according to the procedures in 36 CFR Part 800 and delineated in the 1995 Programmatic Agreement signed by the National Park Service, the National Conference of State Historic Preservation Officers, and the Advisory Council on Historic Preservation.

### Section 106

Section 106 mandates that federal agencies take into account the effects of their actions on properties listed or eligible for listing on the National Register of Historic Places. The Advisory Council on Historic Preservation is to be given opportunity to comment on proposed actions.

### Section 110

Section 110 of the National Historic Preservation Act gives federal agencies responsibility for preserving historic properties in their ownership or control. Agencies are directed to establish preser-

vation programs to identify, evaluate, protect, and nominate to the national register historic properties, whether they are of significance at the local, state, or national level. It calls for them to use such properties, where feasible and compatible with their preservation, in preference to acquiring, constructing, or leasing others. The law emphasizes cooperation with SHPOs in establishing such programs.

### Section 111

This section of law states that federal agencies, after consultation with the Advisory Council on Historic Preservation, will establish and implement alternatives for historic properties that are not needed for current or projected agency purposes. Federal agencies may lease historic properties owned by the agency to any person or organization, or exchange any property owned by the agency with comparable historic property, if the agency determines that the lease or exchange will adequately ensure the preservation of the historic property.

### Section 112

This section of the law provides that each federal agency having responsibility for the protection of historic resources, including archeological resources, will ensure that all actions taken by employees or contractors will meet professional standards. These standards will be guided by regulations developed by the secretary of the interior in consultation with the Advisory Council for



Historic Preservation, other affected agencies, and appropriate professional societies of the disciplines involved. Agency employees or contractors will also meet qualification standards established by the Office of Personnel Management in consultation with the secretary of the interior and appropriate professional societies. Section 112 also provides that records and data are permanently maintained in appropriate databases and made available to potential users.

## **National Environmental Policy Act of 1969**

The National Environmental Policy Act of 1969 (NEPA) requires the preparation of either an environmental assessment or environmental impact statement (EIS) for all federal proposals that may have significant environmental, sociological impacts, or both, on park resources or adjacent areas.

A policy memorandum dated February 22, 1991, from the NPS associate director for planning and development specified that EISs are to be prepared in conjunction with general management plans. That position reinforces the policies and procedures of the Departmental Manual, which state that EISs will be the normal rule in preparing GMPs rather than the exception. This EIS describes potential impacts that might result from implementation of any of the alternatives discussed. Following public and agency review of the draft and final EIS, the superintendent, deputy regional director,

and the regional director of the NPS Pacific West Region, will sign a Record of Decision indicating the proposed action and the rationale for its selection. Implementation of the GMP may then proceed.

## **General Authorities Act of 1970**

This act defines the national park system as including "...any area of land and water now or hereafter administered by the secretary of the interior through the NPS for park, monument, historic, parkway, recreational, or other purposes..." (16 USC 1c[a]). It states that "...each area within the national park system shall be administered in accordance with the provisions of any statute made specifically applicable to that area..." (16 USC 1c[b]) and in addition with the various authorities relating generally to NPS areas, as long as the general legislation does not conflict with specific provisions.

## **Endangered Species Act**

When a project or proposal by a federal agency has the potential to impact a known endangered, threatened, or candidate plant or animal species, Section 7 of the Endangered Species Act of 1973 requires that agency to enter into formal consultation with the U.S. Fish and Wildlife Service (USFWS). NPS management policies (4.4.3.4 Management of Threatened or Endangered Plants and Animals) direct the NPS to give the same level of protection to state-listed species, as is given to

federally listed species. Prior to implementing any development proposals at The National Monument, the NPS will consult with the USFWS to obtain species listings, and to ascertain the need to prepare a biological assessment of the proposed actions. Similar contact will be made with the appropriate state agencies. (NPS 2001: p.35)

## **National Parks and Recreation Act of 1978**

Public Law 95-625, the National Parks and Recreation Act of 1978, requires the preparation and timely revision of general management plans for each unit of the national park system. The NPS Management Policies (U.S. Department of the Interior 2001) calls for each GMP to "...set forth a management concept for the park [and] establish a role for the unit within the context of regional trends and plans for conservation, recreation, transportation, economic development, and other regional issues...." Congress has also specifically directed (16 USC 1a-7[b][4]) the NPS to consider, as part of the planning process, what modifications of external boundaries might be necessary to carry out park purposes.

## **Redwood Act of 1978**

The Redwood Act (16 USC 1a-1) in 1978 further states "...that these areas, though distinct in character, are united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heri-

tage... The authorization of activities shall be construed and the protection, management, and administration of the areas shall be conducted in light of the high public value and integrity of the national park system and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as they have been or shall be directly and specifically provided by Congress."

## **Native American Graves Protection and Repatriation Act**

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 provides protection to native gravesites on tribal and federal lands. The intent of NAGPRA is to "provide for a process whereby Indian tribes...have an opportunity to intervene in development activity on federal or tribal lands in order to safeguard Native American human remains, funerary objects, or objects of cultural patrimony...[and to afford] Indian tribes...30 days in which to make a determination as to appropriate disposition for these human remains and objects." Under certain conditions, culturally affiliated Indian tribes or lineal descendants will have ownership and control over human remains and cultural items on federal lands.

A permit must be obtained from the managing land agency where the burial site is located to excavate a burial site. If the site is located on federal lands, the site may be excavated only after consultation with the appropriate tribe. If buried cultural

items are discovered during other activities, such as construction, all activities must stop and the responsible federal agency notified, who in turn, notifies the appropriate tribe.

This act will apply to any federally managed land within the national monument.

## **Executive Order 12898**

Executive Order 12898, created in 1994, requires an analysis of impacts on low-income populations and communities, as appropriate. The Department of the Interior's policy on environmental justice (No. ECM95-3) is based on this executive order. It requires the NPS, in all environmental documents, to "...specifically analyze and evaluate the impacts of any proposed projects, actions, or decisions on minority and low income populations and communities, as well as the equity of the distribution of the benefits and risks of those decisions." If significant or no impacts are predicted on minority or low-income populations, then this should be stated and the reasons provided.

## **National Park Service Strategic Plan**

The 2001 National Park Service Strategic Plan includes the NPS mission statement and mission goals. It gives five-year long-term goals to help the agency measure performance and guide the allocation of available human and financial resources. The National Park Service Strategic Plan incorporates the requirements of the Government Performance and Results Act (GPRA).

In addition to NPS strategic planning, staffs at individual NPS units are required to produce mission goals and a five-year strategic plan for their unit. In planning for parks, both strategic planning and general management planning share the need to articulate the purpose and significance of the park unit and to define park mission goals in relationship to overall service-wide goals. In strategic planning, parks must translate mission goals into five-year long-term goals and allocate human and financial resources accordingly. For planning, managers and park planners must ensure that proposed actions in the plan are harmonious with park mission goals and help implement their various provisions by articulating actions and strategies which are utilized by park managers to guide the long-term preservation and public use of each national park unit.

## **National Invasive Species Management Plan**

Executive Order 13112 of 1999 requires the National Invasive Species Council to produce a National Management Plan for Invasive Species every two years. In January 2001, the Council released the first National Management Plan, which serves as a blueprint for all federal action on invasive species. The objectives of the plan are to restrict the introduction of exotic species into the natural ecosystems on federal lands and to encourage states, local governments, and private citizens to prevent the introduction of exotic species into natural ecosystems of the U.S. This plan provides a legal basis



for NPS to conduct vegetation management activities to restrict the introduction of those exotic species which do not naturally occur within the National Monument and provides the basis for the National Monument to work with others to restrict the introduction of exotic species.

This plan does not pertain to plantings that are historically appropriate for the period or event commemorated. NPS management policies (4.4.2.5 Maintenance of Altered Plant Communities) state that where necessary to preserve and protect the desired condition of specific cultural resources and landscapes, plants and plant communities generally will be managed to reflect the character of the landscape that prevailed during the historic period. Efforts may be made to extend the lives of specimen trees dating from the historic period being commemorated. An individual tree or shrub known to be of historic value that is diseased beyond recovery and has become hazardous will be removed and may be replaced. While specimen trees or shrubs that need to be perpetuated are still healthy, their own progeny will be propagated from seed or through vegetative reproduction, such as cuttings (NPS 2001: p.36).

## **National Park Service Management Policies**

The NPS has detailed written guidance to help managers make day-to-day decisions. The primary source of servicewide policy is contained in the 2001 publication NPS Management Policies. These

policies state that all parks are complex mixtures of values and resources, each with its own unique qualities and purposes, each requiring specific treatment in the development and implementation of management strategies and operational plans. However, the managers of all parks are required to apply policies in a consistent and professional manner to achieve the congressional mandate for management of the national park system.

The management policies further state that the National Park Service will conduct planning activities for the following: to evaluate possible additions to the national park system; to identify how park resources will be preserved and how parks will be used and developed to provide for public enjoyment; to facilitate coordination with other agencies and interests; and to involve the public in decision making about park resources, activities, and facilities. The NPS plans will represent the agency's commitment to the public and to Congress on how parks will be managed.

Included and tiering from these policies are Director's Orders issued periodically by the director of the National Park Service. Detailed planning guidelines, called Director's Order #2: Park Planning, have been issued to guide the development of park planning, including general management plans. These overall management policies, and the accompanying Director's Order #2, guide general management planning.

### Cultural Resources Management Guideline

Authority for cultural resource management activities derives from a variety of laws, including the 1916 NPS Organic Act. Also fundamental are the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation. The NPS *Management Policies* state basic principles governing the management of cultural resources in the national park system, consistent with law and the Secretary's Standards and Guidelines for Archeology and Historic Preservation, which are reproduced in the cultural resource management handbook issued pursuant to Director's Order #28. DO #28 directs the NPS to follow the *Cultural Resources Management Guideline* relative to policy standards.

### Natural Resources Management Guideline

The NPS *Natural Resources Management Guideline*, Director's Order #77, is a comprehensive guideline on natural resource management, combining existing guidance with documentation of unwritten practices and procedures of NPS resource management. It guides the actions of park managers so that natural resource activities planned and initiated in the parks comply with federal law, regulations, and the Department of the Interior and NPS policies.

### Minidoka Internment National Monument Proclamation

On January 17, 2001, President William J. Clinton established by proclamation the Minidoka Internment National Monument in the state of Idaho, consisting of approximately 72.75 acres of federal lands administered by the BOR (Proclamation 7395). The proclamation directed the secretary of the interior to transfer administration of the national monument to the National Park Service. The proclamation cites the purpose of the national monument is to protect "unique and irreplaceable historical resources and to provide opportunities for public education and interpretation of an important chapter in American history— the internment of Japanese Americans during World War II." (See appendix A for proclamation.)